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FM AMEMBASSY KABUL

TO SECSTATE WASHDC IMMEDIATE 8943

C O N F I D E N T I A L SECTION 1 OF 5 KABUL 6045

LIMDIS

FOR THE SECRETARY, NEA ATHERTON, A/AID PARKER,
AID/AA/NE NOOTER

E. O. 11652: GDS

TAGS: EAID, PFOR, AF, US

SUBJECT: SECRETARY'S AUGUST 8 KABUL VISIT--AID FOLLOW-THROUGH

1. INTRODUCTION AND SUMMARY.

DISCUSSION OF DEVELOPMENT ASSISTANCE WAS TOP ITEM ON AFGHAN AGENDA DURING SECRETARY'S RECENT VISIT TO KABUL. THRUST OF GOA REPRESENTATIONS WAS TO FOLLOW UP NAIM/KHURRAM WASHINGTON VISIT BY HAMMERING HOME MESSAGE THAT GOA WANTS MORE U.S. ASSISTANCE TO SUPPORT ITS DEVELOPMENT PROGRAM. THE GOA WANTS SUCH ASSISTANCE TO BE MORE VISIBLE TO DEMONSTRATE ITS EFFORTS TO COUNTERBALANCE SOVIET INFLUENCE AND PRESENCE IN AFGHANISTAN. THIS MESSAGE RECORDS FOR WASHINGTON PURPOSES THE SHOPPING LIST PUT FORTH BY THE AFGHANS AND PRESENTS EMBASSY/USAID VIEWS ON THE ACTIVITIES LISTED. WASHINGTON GUIDANCE IS REQUESTED BY END AUGUST BY WHICH TIME THE SECRETARY TOLD THE AFGHANS WE WOULD RESPOND TO THEIR REQUESTS. IT IS MY INTENTION IN THE FIRST INSTANCE TO GIVE OUR RESPONSE DIRECTLY TO PRESIDENT DAOUD.

II. DEVELOPMENT ASSISTANCE DISCUSSIONS.

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PRINCIPAL DISCUSSIONS OF AID MATTERS TOOK PLACE IN AUGUST 8 MEET-

ING AT MINISTRY OF FOREIGN AFFAIRS DEVOTED TO THAT SUBJECT. MEETING, WHICH RAN HOUR AND QUARTER, WAS CHAIRED JOINTLY BY SECRETARY AND MINISTER OF PLAN KHURRAM. OTHER PARTICIPANTS ON U.S. SIDE WERE ASSISTANT SECRETARY ATHERTON; PETER RODMAN, NSC STAFF; AMBASSADOR ELIOT; USAID DIRECTOR VINCENT BROWN. AFGHANS WERE MINISTER OF EDUCATION KAYUM; MINISTER OF MINES AND INDUSTRY ASEFI; MINISTER OF PUBLIC HEALTH OMAR; DEPUTY MINISTER OF FOREIGN AFFAIRS WAHEED ABDULLAH; AND SPECIAL ASSISTANT TO ABDULLAH, NASSER-ZIAYEE.

KHURRAM PRESENTED SIZABLE LIST OF REQUESTS TO THE SECRETARY. EVERY ONE OF ITEMS ON KHURRAM'S LIST HAD BEEN MENTIONED EARLIER TO THE SECRETARY AT LUNCHEON MEETING BY PRESIDENT DAOUD. AFTER ITEM-BY-ITEM DISCUSSION, SECRETARY'S WRAP-UP RESPONSE WAS USG WILL SEEK TO INCREASE DEVELOPMENT ASSISTANCE PROGRAM IN AFGHANISTAN WITH SPECIAL ATTENTION TO SOME ACTIVITIES WHICH CAN INCREASE QUOTE U.S. VISIBILITY TO AFGHAN PEOPLE UNQUOTE. THE SECRETARY SAID HE EXPECTED U.S. RESPONSE TO FALL SHORT OF KHURRAM'S FULL LIST BUT TO OFFER SOMETHING MORE THAN PRESENT LEVEL OF ACTIVITIES. HE PROMISED THAT OUR RESPONSE WOULD BE PROMPT AND SPECIFIC WITH CLEAR-CUT ANSWERS (POSITIVE OR NEGATIVE). THIS WAS EXPECTED TO BE IN THE GOA'S HANDS BY THE END OF AUGUST.

KHURRAM AND HIS COLLEAGUES APPEARED PLEASED WITH THIS FORMULATION, BUT KHURRAM PUNCTUATED MEETING BY REPEATING POINT HE MADE SEVERAL TIMES DURING DISCUSSIONS: GOA SEEKS EARLY ACTION WITHOUT LONG SURVEYS (PLANNING PERIOD UNDER SIX MONTHS APPEARED REASONABLE TO HIM.)

III. THE AFGHAN REQUEST AND THE U.S. ASSISTANCE STRATEGY FOR AFGHANISTAN.

THE USAID CONSIDERS ITS AID/W-APPROVED DEVELOPMENT ASSISTANCE PROGRAM AS VALID AS IT WAS WHEN DRAFTED OVER

A YEAR AGO. THE DEVELOPMENT ASSISTANCE PROGRAM'S STRATEGY ELEMENTS (SIMPLICITY, INCREMENTAL PROJECT DEVELOPMENT, DIRECT BENEFITS TO THE RURAL POOR, CLEARLY MEASURABLE
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RESULTS, MAXIMUM LEVERAGE ON GOA) ARE APPROPRIATE FOR THE AFGHAN CONTEXT. ON THE OTHER HAND, WE RECOGNIZE PRESENT DEVELOPMENT ASSISTANCE PROGRAM STOPS SHORT OF PROVIDING ANALYTICAL FRAMEWORK FOR CHOOSING AREAS IN WHICH U.S. ASSISTANCE IS DESIRABLE/FEASIBLE OR FOR IDENTIFYING PROJECTS (SEE STATE 198743, PARA ONE). EXPERIENCE OVER PAST YEAR WITH SIMPLE, STRAIGHTFORWARD FIXED AMOUNT REIMBURSEMENT APPROACH HAS TAUGHT LESSON THAT

AFGHAN CAPABILITY GAPS REQUIRE CONSIDERABLY EARLIER INPUTS OF RESEARCH, TRAINING, TECHNICAL ASSISTANCE AND SYSTEMS DEVELOPMENT THAN WE HAD IMAGINED WERE NECESSARY FOR THESE PROJECTS. WE ARE BEGINNING TO BUILD THESE ELEMENTS INTO OUR PROJECTS AND WILL REFLECT THIS DIMENSION INTER ALIA IN 1977 DEVELOPMENT ASSISTANCE PROGRAM REVISION. IN TERMS OF THE AFGHAN REQUEST, WE WOULD, IN THE ABSENCE OF WASHINGTON GUIDANCE TO THE CONTRARY, CONTINUE TO PARRY REQUESTS FOR LARGE CAPITAL-INTENSIVE INFRASTRUCTURE PROJECTS AS MORE APPROPRIATE FOR IBRD, ADB, OPEC FINANCING. WE ARE SYMPATHETIC ON OTHER HAND TO REQUESTS FOR HELP IN TRAINING AND INSTITUTION-BUILDING EFFORTS AIMED AT FILLING GAPS OUR EXPERIENCE CONVINCES US ARE REAL. ABOVE ALL WE ARE AWARE THAT AID'S OWN MANPOWER, PAPERWORK AND LEGISLATIVE RESTRAINTS MUST BE RECKONED WITH.

IN SECTION V. BELOW, AFGHAN REQUESTS ARE GROUPED IN THREE CATEGORIES: (A) PROJECTS ALREADY AGREED IN PRINCIPLE, (B) PROJECTS WHICH COULD HELP FILL IMPORTANT AFGHAN CAPABILITY GAPS, AND (C) OTHER PROJECTS WHICH APPEAR MORE DIFFICULT TO TIE INTO OUR CURRENT STRATEGY. PLEASE NOTE THAT THE PROJECTS LISTED IN CATEGORY (A) DO NOT INCLUDE SOME ONGOING USAID PROJECTS, ALL OF WHICH ARE STILL LOOKED AT FAVORABLY BY GOA, AND DO NOT INCLUDE ALL PROPOSALS FOR WHICH PROJECT IDENTIFICATION DOCUMENTS WERE SUBMITTED IN USAID'S 1978 ANNUAL BUDGET SUBMISSION, ALL OF WHICH REMAIN VALID PROPOSALS.

IV. THE AFGHAN REQUEST AND U.S. POLITICAL STRATEGY FOR AFGHANISTAN.

THE GOVERNMENT OF AFGHANISTAN'S EMPHASIS ON QUOTE

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TO SECSTATE WASHDC IMMEDIATE 8944

C O N F I D E N T I A L SECTION 2 OF 5 KABUL 6045/2

LIMDIS

FOR THE SECRETARY, NEA ATHERTON, A/AID PARKER, AID/AA/NE NOOTER

E.O. 11652: GDS

TAGS: EAID, PFOR, AF, US

SUBJECT: SECRETARY'S AUGUST 8 KABUL VISIT - AID FOLLOW-THROUGH

VISIBILITY UNQUOTE OF U.S. PROJECTS SPRINGS FROM TWO CONCERNS: TO DEMONSTRATE TO THE GENERAL POPULACE THE GOVERNMENT'S SINCERITY IN REDEEMING ITS PROMISES FOR ECONOMIC AND SOCIAL REFORM AND DEVELOPMENT; AND TO DEMONSTRATE TO AFGHAN POLITICAL AND EDUCATED ELITES AND FOREIGN OBSERVERS, AS WELL AS THE GENERAL PUBLIC, SUCCESS IN OFF-SETTING SOVIET PRESENCE AND INFLUENCE IN AFGHAN AFFAIRS. LIMITING THE EXTENT OF SOVIET INFLUENCE GAINED THROUGH THAT COUNTRY'S ROLE AS AFGHANISTAN'S MAJOR TRADING PARTNER AND SOURCE OF MILITARY TRAINING AND SUPPLY HAS BEEN A CENTRAL TENET OF AFGHAN FOREIGN POLICY FOR DECADES. ASSISTING AND ENCOURAGING AFGHAN INDEPENDENCE ALSO HAS LONG BEEN A MAJOR U.S. INTEREST. THE VISIBILITY WHICH THE GOA DESIRES AS A COMPONENT OF U.S. PRESENCE AND PROGRAMS ALSO SERVES OUR INTERESTS. HOWEVER, WE ARE MINDFUL THAT IN THE LAST ANALYSIS GOOD PROJECTS ARE GOOD POLITICS AND THAT SHOWCASE EXCESSES WHICH DO NOT WORK GO INTO THE BOOKS AS BAD POLITICS AS WELL AS BAD DEVELOPMENT.

V. THE AFGHAN SHOPPING LIST.

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A. PROJECTS ALREADY AGREED UPON IN PRINCIPLE.

1. HELMAND VALLEY DRAINAGE.

KHURRAM EMPHASIZED IMPORTANCE MOVING INTO EXPANDED PHASE II. IT WAS AGREED THAT PHASE II SHOULD MOVE AHEAD AS SOON AS PROJECT BECOMES READY.

COMMENT: WE HAVE MADE IT CLEAR TO GOA BEFORE SECRETARY'S VISIT THAT WE COULD NOT RECOMMEND GO-AHEAD FOR DESIGN OF PHASE II UNTIL FOLLOWING MINIMAL EVIDENCE IS ESTABLISHED: (A) HAVA DEMONSTRATES AN EFFECTIVE SYSTEM TO RECRUIT AND MANAGE AT LEAST 500 WORKERS PER DAY FOR FARM DRAIN WORK; (B) FULLER DEMONSTRATION OF HARMONIOUS AND EFFECTIVE HAVA/HCC WORKING RELATIONSHIP AND OF HCC CAPABILITY TO PERFORM AS EVIDENCED BY AT LEAST FOUR DRAGLINES WORKING

SIMULTANEOUSLY ON DRAINAGE PROJECT IN AT LEAST TWO PROJECT AREAS; (C) PREPARATION OF JOINTLY ACCEPTED MASTER DRAINAGE, CONSTRUCTION AND EQUIPMENT PLANS FOR PHASE II; AND (D) ESTABLISHMENT OF A FULLY OPERATIONAL SOILS LABORATORY WHICH IS ADEQUATELY STAFFED AND EQUIPPED. WE HAVE SAID WE EXPECT THESE FOUR REQUIREMENTS CAN BE SUCCESSFULLY MET BY HAVA/HCC BY DECEMBER THIS YEAR. A PROJECT PAPER WOULD BE SUBMITTED AT THAT TIME AND A LOAN AGREEMENT NEGOTIATED AND SIGNED BY APRIL 1977, WITH COMMODITY PROCUREMENT BEGINNING SHORTLY THEREAFTER.

RECOMMENDATION: IF THE FOUR CONDITIONS ARE SATISFIED BY DECEMBER 1976, USAID SHOULD SUBMIT A PROJECT PAPER FOR PHASE II FUNDING.

2. RURAL PRIMARY SCHOOLS.

KHURRAM SAID PROJECT SHOULD CONTINUE AND BE EXPANDED. IT WAS AGREED THAT PROJECT COULD EXPAND AS PERFORMANCE CAPABILITY STRENGTHENS.

COMMENT: PHASE I CONSTRUCTION OF RURAL PRIMARY SCHOOLS HAS PROCEEDED WELL: FIRST 30 SCHOOL COMPLEXES WILL BE COMPLETED BY SEPTEMBER 1976. PHASE I WAS EXTENDED NINE
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MONTHS TO DECEMBER 1977, WHEN 115 SCHOOLS ARE SCHEDULED TO BE CONSTRUCTED AND FULLY OPERATIONAL. PHASE I WILL THEN BE GIVEN A FINAL EVALUATION, AND, IF FAVORABLE, PHASE II WILL BEGIN IN JANUARY 1978. THERE UNDOUBTEDLY CAN BE AN ACCELERATION OF SCHOOL CONSTRUCTION DURING PHASE II PERIOD, BUT TARGETS WILL DEPEND ON RESULTS OF EVALUATION.

3. BASIC HEALTH SERVICES.

KHURRAM SAID PROJECT SHOULD CONTINUE AND BE EXPANDED. IT WAS AGREED THAT PROJECT SIZE COULD INCREASE AS PERFORMANCE CAPABILITY STRENGTHENS.

COMMENT: FIRST YEAR OF THREE-YEAR PHASE I OF THIS PROJECT WAS FUNDED IN JUNE 1976. MINISTRY OF HEALTH HAS INITIATED SITE SELECTION FOR FIRST NINE NEW BASIC HEALTH CENTERS TO BE CONSTRUCTED FROM THESE FUNDS. WE FORESEE NO PROBLEM IN IMPLEMENTING FULL PHASE I. USAID WILL MAKE FINAL EVALUATION OF PHASE I IN 1978. PHASE II WILL BE TAILORED TO EXPERIENCE GAINED IN PROJECT'S FIRST PHASE.

RECOMMENDATION: PHASE I SHOULD BE FULLY FUNDED AND AID SHOULD BE PREPARED TO CONTINUE FUNDING INTO PHASE II DEPENDING ON THE RESULTS OF PHASE I EVALUATION.

4. RURAL DEVELOPMENT.

KHURRAM STRESSED NEED FOR HELP IN SMALL-SCALE IRRIGATION SYSTEMS AND IN THE CREATION OF A RURAL DEVELOPMENT TRAINING CENTER FOR PARA-PROFESSIONALS. IT WAS AGREED THAT ATTEMPTS TO DEVELOP A SUITABLE PROJECT SHOULD CONTINUE FOR SMALL-SCALE IRRIGATION SYSTEMS AND THAT PARA-PROFESSIONAL TRAINING WOULD BE EXAMINED SERIOUSLY AS WELL.

COMMENT: USAID RECENTLY COMPLETED A PHASE I EVALUATION OF RURAL WORKS PROJECT AND IS IN PROCESS OF ACTING ON SOME OF EVALUATION TEAM'S RECOMMENDATIONS. THIS INVOLVES: (A) REVIEWING SELECTION CRITERIA FOR RURAL WORKS PROJECTS TO BE USAID FUNDED; (B) PREPARING A SCOPE-OF-WORK FOR A U.S. CONTRACTOR TO DESIGN AN INTEGRATED RURAL DEVELOPMENT PROJECT
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EXPERIMENT FOR ONE DISTRICT; (C) DESIGNING A PILOT SMALL-SCALE IRRIGATION SYSTEM WITHIN A DISTRICT YET TO BE SELECTED; AND (D) IN COOPERATION WITH OTHER DONORS, IDENTIFYING GAPS AND BOTTLENECKS (INCLUDING TRAINING NEEDS) IN THE GOA'S RURAL DEVELOPMENT DEPARTMENT IN ORDER TO FIND WAYS TO IMPROVE AND/OR EXPAND THE RURAL WORKS PROGRAM. ON RURAL WORKS SIDE, IF ACTUAL IMPLEMENTATION CONTINUES TO BE SUCCESSFUL DURING THE REMAINDER OF PHASE I (WHICH IS TO BE EXTENDED 18 MONTHS TO FY 1978), USAID WOULD BE PREPARED TO FUND AN EXPANDED RURAL WORKS PROGRAM IN A PHASE II PROJECT WHICH WOULD BEGIN IN FY 1979.

RECOMMENDATION: AID SHOULD CONTINUE FUNDING FOR A LENGTHENED PHASE I WHICH WOULD INCLUDE SMALL-SCALE IRRIGATION SYSTEMS, INTEGRATED RURAL DEVELOPMENT, AND CONSIDERATION OF PARA-PROFESSIONAL TRAINING. DEPENDING ON THE FINAL EVALUATION OF PHASE I, AN EXPANDED PHASE II SHOULD BE FUNDED.

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TO SECSTATE WASHDC IMMEDIATE 8945

C O N F I D E N T I A L SECTION 3 OF 5 KABUL 6045

LIMDIS

FOR THE SECRETARY, NEA ATHERTON, A/AID PARKER AID/AA/NE NOOTER

5. KANDAHAR POWER DISTRIBUTION SYSTEM.

KHURRAM STATED THAT IT APPEARED REASONABLE U.S.

WOULD WISH TO MAKE RELATIVELY SMALL INVESTMENT IN TECHNICAL ASSISTANCE AND COMMODITIES IN ORDER HELP BRING POWER TO THE PEOPLE IN KANDAHAR AREA RATHER THAN LET ANOTHER DONOR IMPLEMENT THIS FINAL STAGE AND THEN RECEIVE CREDIT FOR ENTIRE POWER PROGRAM.

COMMENTS: AID/W HAS REVIEWED AND APPROVED IN PRINCIPLE USAID'S PROPOSAL TO CONSIDER THIS PROJECT. UNDERSTAND AID/W WILL INFORM CONGRESS THIS PROJECT IS A CANDIDATE FOR FY 77 FUNDING (MAXIMUM \$2.0 MILLION). PROJECT PAPER WILL BE PREPARED IMMEDIATELY UPON COMPLETION OF PHASE II STUDY OF KANDAHAR POWER REQUIREMENT BY HARZA, INC (PRESENTLY FINALIZING THE PHASE I STUDY) SIX MONTHS HENCE. WHILE IMMEDIATE BENEFICIARIES OF PROJECT WOULD BE KANDAHAR URBAN MIDDLE CLASS, WE SEE MAIN PURPOSE OF PROJECT AS BUILDING POWER MANAGEMENT INSTITUTION WHICH CAN PROVIDE EFFECTIVE ELECTRICITY DISTRIBUTION TO PEOPLE OF KANDAHAR AREA, INCLUDING POOR OF KANDAHAR AND SURROUNDING RURAL AREAS. AID SHOULD MOVE AHEAD WITH ACTUAL PROJECT, HOWEVER, ONLY ON CONDITION THAT FISCHBACH-OMAN INTERNATIONAL (FOI) COST OVERRUN CLAIM FOR KAJAKAI POWERHOUSE PROJECT IS SUCCESSFULLY RESOLVED BY GOA.

RECOMMENDATION: AID/W SHOULD NOTIFY PROJECT TO CONGRESS FOR FY 1977 FUNDING BUT CAVEATS SHOULD BE KAJAKAI COST OVERRUN SETTLEMENT AND WATER AND POWER AUTHORITY PROVISION OF CONFIDENTIAL

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THE REQUIRED PROFESSIONAL STAFF IN KANDAHAR TO WORK WITH AND BE TRAINED BY THE U.S. INSTITUTION-BUILDING TEAM.

B. NDW PROJECT IDEAS WHICH APPEAR SUPPORTIVE OR COMPLEMENTARY TO CURRENT USAID PROGRAM

1. FURTHER ASSISTANCE TO KABUL UNIVERSITY.

KHURRAM ASKED FOR HELP IN FIVE AREAS FOR KABUL UNIVERSITY.

(A) EXPANSION OF THE KABUL UNIVERSITY FACULTY OF ENGINEERING.

COMMENT: AID, WITH ASSISTANCE OF UNIVERSITY OF NEBRASKA TEAM, IS PREPARED TO VERIFY DURING NEXT SEVERAL MONTHS THE MINISTRY OF PLANNING ENGINEERING MANPOWER ESTIMATES WHICH APPEAR WITHIN SEVEN-YEAR PLAN. PROJECT REVIEW PAPER COULD BE PERPARED DURING NOVEMBER 1976, SHOULD RESULTS OUR EXAMINATION IDENTIFY A CLEAR NEED FOR FACULTY EXPANSION. ASSUMING SUBSEQUENT REQUIRED PROJECT PAPER IS ALSO APPROVED, IT WOULD APPEAR FUNDING COULD BE PROVIDED IN LATE FY 77 OR EARLY FY 78.

RECOMMENDATION: A MANPOWER VERIFICATION STUDY SHOULD BEGIN ASAP. IF NEED FOR FACULTY EXPANSION IS DEMONSTRATED, THE USAID SHOULD BE AUTHORIZED TO MOVE DIRECTLY TO PREPARATION OF A PROJECT REVIEW PAPER TO BE COMPLETED BY END OF CY 1976. IF APPROVED, A PROJECT PAPER WOULD BE PREPARED AIMED AT A PROJECT TO BEGIN IN LATE FY 1977 OR EARLY FY 1978.

(B) NEW FACULTY OF ENGINEERING AT A PROVINCIAL LOCATION.

COMMENT: ASSISTANCE TO ESTABLISH A NEW FACULTY SHOULD BE BASED UPON DETERMINATION THAT PROJECT ENGINEERING MANPOWER REQUIREMENTS CANNOT BE SATISFIED BY EXPANSION OF PRESENT KABUL UNIVERSITY FACULTY OF ENGINEERING. POSSIBLE THIS ADDITIONAL FACULTY WILL NOT BE REQUIRED UNTIL SOME LATER STAGE THEREBY NOT MEETING VISIBILITY CRITERIA WHICH IS A PRESENT CONCERN. ECONOMICS OF ANOTHER FACULTY VIS-A-VIS STILL FURTHER EXPANSION

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OF KABUL UNIVERSITY FACULTY SHOULD ALSO BE EXAMINED AS SHOULD PROS AND CONS OF ONE LARGE, TWO SMALLER FACULTIES IN TERMS OF QUALITY OF TRAINING AND MERITS OF FORMING HIGHER EDUCATION CENTERS IN PROVINCES.

RECOMMENDATION: AID SHOULD REVIEW THIS PROJECT UPON COMPLETION OF THE MANPOWER VERIFICATION STUDY DESCRIBED UNDER (A), ABOVE. A DECISION WOULD THEN BE MADE WHETHER USAID SHOULD PROCEED WITH A PROJECT PROPOSAL.

(C) ASSISTANCE TO THE FACULTY OF AGRICULTURE AT KABUL UNIVERSITY.

COMMENT: WE WILL DETERMINE NEED FOR EXPANSION OF STAFF AND

FACILITIES DURING AID/W-DIRECTED AGRICULTURE PROJECT REVIEW REFERRED TO IN PARA 2. BELOW. THIS REVIEW PRESUMABLY WOULD ALSO ASSIST IN DETERMINING FEASIBILITY OF MOVING AHEAD WITH THE "AGRICULTURE RESEARCH AND DEVELOPMENT" PROJECT IDENTIFIED IN PROJECT IDENTIFICATION DOCUMENT SUBMITTED WITH USAID'S FY 1978 ANNUAL BUDGET SUBMISSION.

RECOMMENDATION: AID SHOULD CONSIDER ASSISTING AGRICULTURE FACULTY AFTER AID HAS COMPLETED ITS REVIEW OF PROJECT AREAS WHERE U.S. MIGHT OFFER ASSISTANCE IN THE AGRICULTURE SECTOR.

(D) ASSISTANCE IN MANAGEMENT AND ADMINISTRATION.

COMMENT: CONSULTANT REPORTS OVER PAST TWO YEARS HAVE RECOMMENDED VARIETY OF ASSISTANCE APPROACHES TO MANAGEMENT TRAINING IN AFGHANISTAN. AID MAY WISH TO CONSIDER FIELDING A TEAM TO CONDUCT A FEASIBILITY STUDY OF VARIOUS OPTIONS SUCH AS (I) A NEW KABUL UNIVERSITY FACULTY OF MANAGEMENT AND PUBLIC ADMINISTRATION; (II) A NEW DEPARTMENT OF MANAGEMENT AND ADMINISTRATION WITH AN EXISTING KU FACULTY, SUCH AS ECONOMICS OR LAW AND POLITICAL SCIENCE; NEW DEPARTMENT COULD POSSIBLY OFFER TWO-YEAR MBA PROGRAM IN IN-SERVICE TRAINING FOR GRADUATES FROM OTHER DISCIPLINES; (III) A CONTINUING BUT STRENGTHENED PROGRAM OF IN-SERVICE MANAGEMENT TRAINING, CONDUCTED WITHIN EACH GOA MINISTRY AND ADMINISTERED THROUGH CIVIL SERVICE SYSTEM; (IV) SEVERAL EXISTING MANAGEMENT PROPOSALS INVOLVING ASIA FOUNDATION AND THE

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INTERNATIONAL EXECUTIVE SERVICE CORPS; AND (V) COMBINATIONS OF THE ABOVE.

KHURRAM STRESSED LACK OF SKILLED MANAGERS AND ADMINISTRATORS WAS PROBABLY ONE OF AFGHANISTAN'S SEVEREST PROBLEMS. HE UNDERLINED THAT NO DETAILED MANPOWER STUDY WWF NEEDED SINCE THIS WORK WAS ALREADY DONE FOR THE SEVEN-YEAR PLAN. HOWEVER, HE AGREED RECEIVE WASHINGTON SPECIALIST TO REVIEW RESULTS GOA WORK IN THIS FIELD. MINISTER ASEFI ALSO RAISED THE NEED FOR MORE DIRECT MANAGEMENT ASSISTANCE TO THE GOA'S SEVERAL PUBLIC ENTERPRISES (COTTON, TEXTILES, SUGAR, ETC.).

RECOMMENDATION: WE SHOULD DEFER ANY DECISION ON POSSIBLE U.S. ASSISTANCE IN THIS AREA UNTIL A CAREFUL LOOK AT OPTIONS IS TAKEN BY AID, AS SUGGESTED ABOVE. WE ARE INCLINED TO EXPLORE MORE SERIOUSLY

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TO SECSTATE WASHDC IMMEDIATE 8946

C O N F I D E N T I A L SECTION 4 OF 5 KABUL 6045/4

LIMDIS

FOR THE SECRETARY, NEA ATHERTON, A/AID PARKER, AID/AA/NE NOOTER

THE ESTABLISHMENT OF A SMALL FACULTY AT KABUL UNIVERSITY AND
EMPLOYMENT OF IESC TO ASSIST IN PUBLIC ENTERPRISES, AND
PERHAPS AMERICAN MANAGEMENT ASSOCIATION HELP IN MANAGE-
MENT SKILLS TRAINING.

(E) WOMEN'S DORMITORY AT KABUL UNIVERSITY.

COMMENT: USAID IS IN THE PROCESS OF MAKING AN ANALYSIS
TO SEE IF A WOMEN'S DORMITORY AT KABUL UNIVERSITY
IN FACT WOULD ENCOURAGE INCREASE IN NUMBER OF PROVINCIAL
WOMEN TO OBTAIN A HIGHER EDUCATION IN FIELDS WHICH WOULD
ENABLE AND ENCOURAGE THEM TO PLAY A MORE ACTIVE PART IN
THE SOCIAL-ECONOMIC DEVELOPMENT OF THE COUNTRY. IF WE
ARE CONVINCED THAT THE PROJECT CAN MEET THIS TEST, WW WOULD
LIKE TO SUBMIT A PROJECT IDENTIFICATION DOCUMENT BY
SEPTEMBER 30, 1976. IF APPROVED BY AID/W, USAID WOULD
THEN PREPARE A PROJECT REVIEW PAPER FOR SUBMISSION TO
AID/W BY DECEMBER 1976.

RECOMMENDATION: IF THE DATA NOW BEING GATHERED INDICATES
THAT A WOMEN'S DORMITORY AT KABUL UNIVERSITY MIGHT
MEET THE ABOVE STATED OBJECTIVE, USAID SHOULD SUBMIT A
PROJECT IDENTIFICATION PAPER FOR AID/W CONSIDERATION. IF
AN ATTRACTIVE PROJECT CAN BE DESIGNED, AID SHOULD CONSIDER
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FINANCING CONSTRUCTION OF A WOMEN'S DORMITORY BEGINNING
IN LATE GY 1977 OR EARLY FY 1978.

2. ASSISTANCE IN AGRICULTURE.

THE MINISTER SAID AFGHANISTAN WANTS HELP IN AGRICULTURE
BUT OBJECTED TO SURVEY TEAM SUGGESTED BY AID. HE
SAID IBRD STUDY AND EARLIER ADB REPORT SUFFICIENT. WHAT IS
NEEDED NOW IS HELP ON KEY PROBLEMS ALREADY KNOWN TO AFGHAN
GOVERNMENT AND INCLUDED IN SEVEN-YEAR PLAN. WE EXPLAINED
U.S. WISHED BE HELPFUL IN IMPORTANT AGRICULTURAL SECTOR AND THAT
NEED WAS NOT FOR WHOLE NEW SURVEY BUT TO DEVELOP SPECIFIC
FINANCEABLE AGRICULTURAL PROJECTS WHICH ARE NOT NOW AVAILABLE
FOR AID REVIEW. PLAN WAS NOT TO REDO IBRD AND ADB STUDIES.
MINISTER APPEARED READY RECEIVE ONE OR TWO SPECIALISTS
TO DISCUSS SPECIFIC PROJECT IDEAS CONTAINED IN SEVEN-YEAR PLAN.

COMMENT: WE CONCUR WITH KHURRAM'S CONCERN THAT AID TEAM,
WHICH WE HOPE CAN ARRIVE HERE SOON, SHOULD BE PROJECT-
SELECTION ORIENTED. BEFORE DEPARTING AFGHANISTAN, TEAM
WOULD MOST USEFULLY BE PREPARED AND AUTHORIZED TO DISCUSS
WITH GOA SPECIFIC AGRICULTURE PROJECT POTENTIALS FOR AID
FUNDING, BEGINNING IN FY 77 IF FEASIBLE. IT ALSO WOULD BE
DESIRABLE IF A HIGHLY QUALIFIED DIRECT-HIRE AGRICULTURALIST
(POSITION JUST PROPOSED BY USAID) COULD ALSO BE RECRUITED
AND IN COUNTRY BY TIME OF TEAM'S VISIT. IT WOULD BE MOST
HELPFUL IF WE COULD INFORM GOA BY SEPTEMBER 1 OF APPROXI-
MATE DATE OF TEAM'S ARRIVAL AND THAT IT WOULD FUNCTION ALONG
LINES OUTLINED ABOVE.

RECOMMENDATION: AID SHOULD BE PREPARED TO CONSIDER GOOD
AGRICULTURE PROJECTS (FOR FUNDING IN FY 77 IF FEASIBLE). A
PROJECT IDENTIFICATION TEAM SHOULD BE FIELDDED ASAP. PLACE-
MENT OF A HIGHLY QUALIFIED AGRICULTURALIST IN THE KABUL
USAID SHOULD BE EXPEDITED.

3. ERTS.

MINISTER OF MINES AND INDUSTRY MADE STRONG
PLEA (ON OWN INITIATIVE) FOR SATELLITE IMAGERY TO HELP WITH
MINERAL/PETROLEUM EXPLORATION. IT WAS POINTED OUT THAT
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AN EARLIER RESEARCH-ORIENTED ERTS PROJECT HAD FAILED BECAUSE
GOA WAS NOT WILLING PERMIT ESSENTIAL RELATED GROUND VERIFI-
CATION WORK. KHURRAM SAID HIS GOVERNMENT HAD NOT YET
EXAMINED THIS SUGGESTION AND WOULD COMMENT LATER OFFICIALLY.
WE HAVE SINCE LEARNED THAT ASEFI'S INTEREST WAS IN

OBTAINING EXISTING IMAGES FOR DIRECT USE, NOT IN A RE-MOUNT OF THE FORMER PROJECT.

COMMENT: WE WILL DETERMINE SPECIFIC GOA NEED IN DETAIL.

RECOMMENDATION: USAID SHOULD BE ADVISED OF SPECIFIC ADDITIONAL INFORMATION NEEDED TO RESPOND TO ASEFI'S REQUEST.

C. OTHER PROJECT IDEAS RAISED BY GOA.

1. KAJAKAI-TO-KABUL TRANSMISSION LINE, AND ADDITIONAL HYDRO POWER GENERATORS.

KHURRAM STRESSED NEED TO FINISH "POWER SYMPHONY" FROM KAJAKAI DAM BY: (A) EXPANSION OF GENERATING CAPACITY FROM PRESENT 32 MW TO 150 MW AND (B) CONSTRUCTION OF TRANSMISSION LINE TO CARRY KAJAKAI POWER TO KABUL. THE MINISTER SAID HE DID NOT UNDERSTAND WHY USG, AFTER LARGE PREVIOUS DEVELOPMENT INVESTMENTS IN KAJAKAI POWER GENERATION AND TRANSMISSION, DID NOT WANT TO CONTINUE ON AND FINISH JOB RATHER THAN LEAVE CREDIT TO OTHER DONOR.

COMMENT: ASSUMING TECHNICAL/ECONOMIC FEASIBILITY QUESTIONS CAN BE ANSWERED POSITIVELY, THESE CAPITAL PROJECTS SHOULD BE ATTRACTIVE TO OTHER DONORS, E.G., OPEC, IBRD, AND ADB. IN FACT, IBRD IS PRESENTLY LETTING BIDS FOR TWO THERMAL GENERATORS TO AUGMENT KABUL'S POWER SUPPLY. IBRD HAS ALSO EXPRESSED AN INTEREST IN DEVELOPMENT OF A COUNTRY-WIDE POWER GRID. THUS, ADDITIONAL GENERATORS AT KAJAKAI AND NEW TRANSMISSION LINE TO KABUL MIGHT PROVE A NATURAL EXTENSION OF CURRENT WORLD BANK PORTFOLIO. IN AFGHAN POLITICAL TERMS, THESE PROJECTS WOULD BE HIGHLY VISIBLE, BUT THERE IS A QUESTION WHETHER THEY WOULD HAVE SUFFICIENT VISIBILITY AND SHORT-RANGE IMPACT TO WARRANT THE ESTIMATED DOLS 100 MILLION NECESSARY TO PURCHASE AND INSTALL THE ADDITIONAL GENERATORS FOR KAJAKAI AND TO INSTALL THE HV TRANSMISSION LINE TO KABUL.

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RECOMMENDATION: DECISION TO CONSIDER THESE TWO PROJECTS IS DEFERRED TO WASHINGTON. IF AID FUNDING OF THESE PROJECTS IS NOT FEASIBLE, WE RECOMMEND THAT THE DEPARTMENT URGE THE IBRD TO CONSIDER THEM.

2. FERTILIZER (DIAMMONIUM PHOSPHATE).

KHURRAM STRESSED NEED FOR FERTILIZER TO ASSURE FOOD PRODUCTION TARGETS IN SEVEN-YEAR PLAN. PROJECTED CHEMICAL FERTILIZER REQUIREMENTS HAVE BEEN REDUCED DRASTICALLY AND AMOUNTS IN SEVEN-YEAR PLAN REPRESENT BASIC

MINIMUM. U.S. HAS HELPED MEET THIS VITAL NEED IN PAST YEARS
BUT NOW APPEARS UNWILLING TO FINANCE FURTHER IMPORTS UNLESS
DIRECTLY RELATED SOME MAJOR INSTITUTIONAL CHANGE. AFGHANI-
STAN IS NOW SUPPLYING OWN UREA BUT CONTINUES NEED U.S.
HALP FOR DIAMMONIUM PHOSPHATE. MINISTER WAS ASKED IF
OPEC FUNDS WERE NOT AVAILABLE OR IF AFGHANISTAN'S OWN FX
RESERVES SHOULD NOT FINANCE THIS COMMODITY IMPORT.

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ACTION NEA-07

INFO OCT-01 SS-14 ISO-00 AID-05 EB-03 NSC-05 NSCE-00 SSO-00

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FM AMEMBASSY KABUL

TO SECSTATE WASHDC IMMEDIATE 8947

C O N F I D E N T I A L SECTION 5 OF 5 KABUL 6045/5

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FOR THE SECRETARY, NEA ATHERTON, A/AID PARKER,
AID/AA/NE NOOTER

MINISTER AND HIS COLLEAGUES EXPLAINED THAT OPEC MONEY
WAS BASICALLY RESTRICTED TO PROJECTS AND NOT AVAILABLE FOR
COMMODITY IMPORTS. THE U.S. SIDE POINTED OUT THAT WITH
INCREASE IN AFGHAN FX RESERVES OF OVER 50 MILLION DOLS LAST
YEAR AND STRONG APPRECIATION OF THE AFGHANI, IT WOULD BE IN
GOA'S OWN INTEREST TO FINANCE SUCH COMMODITY IMPORTS FROM
GOVERNMENT'S OWN FUNDS. KHURRAM REPLIED HE IS STUDYING
USAID MEMO ON THIS BUT WISHED POINT OUT THAT INCREASE IN
RESERVES WAS TEMPORARY PHENOMENON AND FUNDS ARE EARMARKED FOR
OTHER DEVELOPMENTAL PURPOSES.

COMMENT: FINANCING OF FERTILIZER IMPORTS WOULD NOT APPEAR
TO HAVE SIGNIFICANT ENOUGH VISIBILITY TO JUSTIFY LARGE DOLLAR
INVESTMENT FOR VISIBILITY PURPOSE ALONE. (100 MILLION DOLS
PROJECTED OVER SEVEN-YEAR PLAN PERIOD.) ON OTHER HAND,
IF THE GOA SHOULD BE READY AT SOME FUTURE TIME TO MOVE

AHEAD ON AN IMPORTANT AGRICULTURE DEVELOPMENT PROGRAM SUCH AS WHEAT PRICE STABILIZATION, FINANCING OF SOME FERTILIZER MIGHT BE AN IMPORTANT ELEMENT OF SUCH PROGRAM AND THEREFORE JUSTIFIED FOR U.S. FINANCING. FYI: POSSIBILITY EXISTS OF LINE OF CREDIT FROM AN EASTERN BLOC COUNTRY FOR 12,500 MT TRIPLE SUPER PHOSPHATE WHICH MAY INDICATE A BREAKTHROUGH OF FINANCING FROM OTHER DONORS. CONFIDENTIAL

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END FYI.

RECOMMEDATION: WE SHOULD INFORM GOA THAT USG UNABLE FINANCE ANY PART OF THEIR PRESENT FERTILIZER REQUIREMENTS BUT WOULD BE WILLING TO TAKE ANOTHER LOOK IF MAJOR INSTITUTIONAL CHANGE INVOLVED AND WE CAN SOMEHOW BE SATISFIED ON FX USE QUESTION.

3. HOSPITAL

WHILE EXPRESSING HIS APPRECIATION FOR U.S. SUPPORT OF BASIC HEALTH SERVICES PROJECT FOR RURAL AREAS, KHURRAM STRESSED URGENT NEED FOR 500-BED HOSPITAL IN KABUL WHICH COULD ALSO BE USED AS TRAINING CENTER FOR DOCTORS WHO COULD BE USED THROUGHOUT THE COUNTRY. SUCH A FACILITY WOULD BE OF QUOTE HIGH VISIBILITY UNQUOTE AND ITS VALUE WOULD BE EASILY UNDERSTOOD BY THE AFGHAN PEOPLE. THIS PROJECT WAS PUSHED VERY HARD--IN FACT, HARDEST OF ALL. WE EXPLAINED DIFFICULTY SHOWING HOW THIS WOULD HELP RURAL POOR. MINISTER OF HEALTH STRESSED THAT HOSPITAL WOULD BENEFIT URBAN POOR, AS WELL AS HELP PROVIDE BETTER DOCTORS FOR THE PROVINCES.

COMMENT: OVER 90 PERCENT OF COUNTRY'S MEDICAL FACILITIES ALREADY CONCENTRATED IN KABUL. URBAN POPULATION FAR BETTER OFF THAN PEOPLE IN RURAL AREAS. IN KABUL, GOA EXPERIENCING GREAT DIFFICULTY PROVIDING STAFF AND EFFECTIVE MANAGEMENT EXISTING HOSPITALS.

WE CAN IMAGINE SEVERAL WAYS TO CONVERT THIS PROPOSAL INTO A MORE USEFUL IDEA (A SERIES OF PROVINCIAL REFERRAL HOSPITALS FOR BASIC HEALTH CENTERS AND A TRUE TRAINING HOSPITAL FOR STAFF OF BASIC HEALTH CENTERS ARE TWO IDEAS) BUT SERIOUSLY QUESTION WISDOM OF INVESTMENT SOME 25 MILLION DOLLARS IN AN INSTITUTION WHICH WOULD APPEAR HAVE ALL THE MAKING OF A HIGH VISIBILITY, WHITE, ELEPHANT.

RECOMMENDATION: WE THINK THAT NEW BASIC HEALTH SERVICES PROJECT SHOULD BE ALLOWED TO CONTINUE ITS COURSE FOR A TIME BEFORE WE CONSIDER FURTHER ASSISTANCE IN HEALTH AREA.

4. STEEL MILL.

KHURRAM ASKED FOR USG SUPPORT OF AFGHAN DESIRES TO DEVELOPE AN IRON/STELL COMPLEX BASED ON HAJIKAK

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SERVES. IN DISCUSSION, HE APPEARED TO BE SEEKING U.S. QUOTE MORAL SUPPORT UNQUOTE MORE THAN DIRECT OFFICIAL FINANCIAL INVOLVEMENT.

COMMENT: ALTHOUGH THIS PROJECT MAY BE POLITICALLY HIGHLY VISIBLE AND MAY TURNOUT TO BE GOOD INVESTMENT BASE ON COST BENEFIT ANALYSIS, ETC., WHICH, OF COURSE, WILL BE DETERMINED BY A FEASIBILITY STUDY, WEKNOW TOO LITTLE ABOUT IT AT PRESENT TO MAKE ANY DEFINITIVE COMMENTS. WE BELIEVE U.S. PRIVATE SECTOR MIGHT PLAY AN IMPORTANT ROLE BOTH AS CONTRACTOR FOR THE FEASIBILITY STUDY, INCLUDING INVESTIGATIONS OF IRON ORE AND ITS USAGE, AND ALSO FOR CONSTRUCTION OF MILL IF, INDEED, THIS STAGE IS EVER REACHED. WE SHOULD EMPHASIZE IN ANY FURTHER DISCUSSIONS OF THE STEEL MILL IDEA, AS WELL AS IN ALL OUR DISCUSSIONS, THE VALUABLE ROLE OF U.S. PRIVATE SECTOR CAN PLAY IN AFGHANISTAN'S LONG-TERM DEVELOPMENT PLANS, BOTH IN PROVIDING CONTRACTUAL SERVICES AS WELL AS IN EQUITY INVESTMENT. WE MUST ALSO CONTINUE TO STRESS, AT EVERY OPPORTUNITY, THE NECESSITY FOR THE GOA TO CLARIFY POLICIES REGARDING THE PRIVATE SECTOR IN ORDER TO ELIMINATE THE CURRENT CLIMATE OF UNCERTAINTY WHICH IS STIFLING THE DOMESTIC PRIVATE SECTOR AND DISCOURAGING THE PARTICIPATION OF FOREIGN FIRMS.

RECOMMENDATION: USG FUNDS SHOULD NOT BE UTILIZED FOR THIS PROJECT EXCEPT PERHAPS EXIM BANK, BUT WE SHOULD INTERCEDE WITH U.S. PRIVATE BUSINESS TO ENCOURAGE ITS PARTICIPATION IF FINANCING IS FOUND AND IF GOA SO DESIRES.

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